

2. SOUTH END, WATERSIDE, WEST SIDE

The South End, Waterside, and West Side neighborhoods present striking contrasts, indicative of their urban, mixed-use and mixed-income qualities.

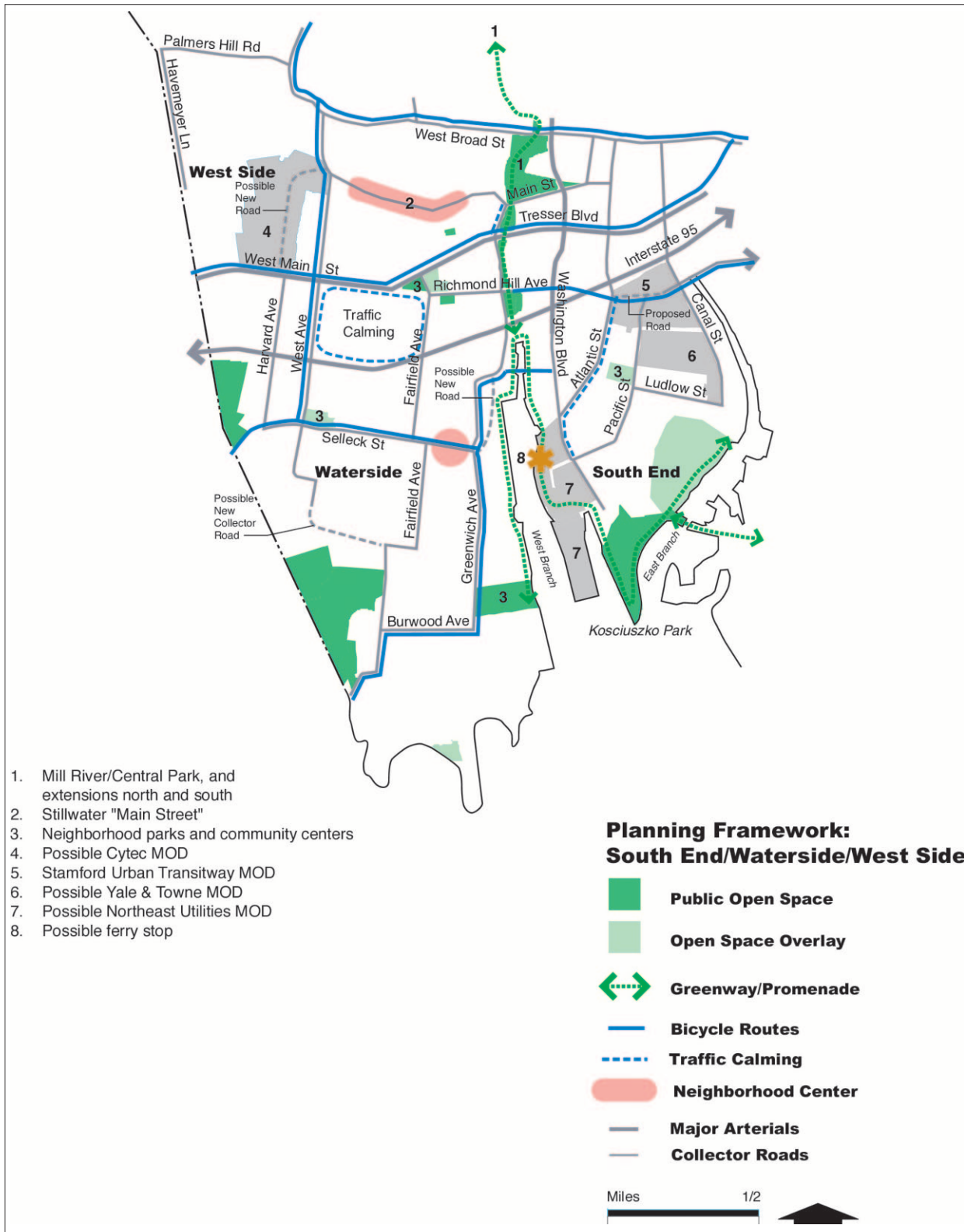
Industries, offices, retail and housing exist in a checkerboard pattern. Architectural gems like the Pitney Bowes corporate headquarters (designed by I.M. Pei) contrast with construction material haulers. Elegant waterfront housing developments contrast with run-down frame triple-deckers. The three neighborhoods encompass most of the city's low-income population, and most of its traditional industry. Yet, some of the greatest real estate pressures in the city are registered here. No wonder: these neighborhoods adjoin Downtown, the city's Transportation Center and several exits on I-95.

Neighborhood residents have united to grapple with these challenges and opportunities. In 1997, a coalition of neighborhood and citywide leaders prepared *A Plan for the Stamford Enterprise Zone: Waterside and South End Neighborhoods*, and formed a Neighborhood Revitalization Zone (NRZ) for the South End. In 2000, another coalition prepared *The West Side Story: West Side Vision Action Strategy*. Both coalitions remain active.

Goal A:
Maintain and celebrate the diversity of Stamford's population and employment.

Of the 21,000 residents of the three neighborhoods, 39 percent are Black, and 37 percent are Hispanic. One out of five households earn under \$25,000 per year. Roughly 40 percent of the city's public housing units are located in the three neighborhoods. By contrast, luxury housing developments line most of the Waterside waterfront; and more are proposed in the South End.

More of these three neighborhoods are earmarked for industry than any other part of the city. Over half (400 acres) of the city's 740 acres zoned for industry are located within the area. Much of the industrially zoned property is comprised of older, multi-story industrial buildings. But it also includes the hybrid office/industrial formats of Robert Martin's Stamford Executive Park and Cytec's hi-tech office/research facility.





Opposite and above: Key recommendations promote neighborhood revitalization and affordable housing.

Waterfront property has also been converted to upscale office buildings and housing complexes.

Putting all this together reveals that the challenge for the South End, Waterside and West Side has less to do with promoting diversity, per se, than with promoting neighborhood stability and revitalization.

Strategies:

2A1. Promote neighborhood revitalization in the South End, Waterside and West Side. The *Neighborhood Revitalization Zone* plan for the South End, the *West Side Story* plan for the West Side, the *Enterprise Zone* plan for Waterside and the South End, and other plans are all aimed at neighborhood revitalization, and deserve the general support of the City, though of course there may be disagreements on particulars.

2A2. Promote affordable homeowner housing in these neighborhoods. While this is a citywide objective, it is especially important in the South End, Waterside and West Side. Homeowners are typically more vested in their neighborhoods. These three neighborhoods have the highest proportion of low-income households in the city, and, with Downtown, the highest proportion of renters (72 percent of all occupied units). City resources (financial and zoning incentives) should be directed to homeownership housing here. Creative solutions, like mutual housing and location-efficient mortgages, should also be pursued.

2A3. Continue the one-for-one replacement policy for all publicly supported housing. The Housing Authority is pursuing or has raised the possibility that it will redevelop several of its West Side and Waterside holdings. Such redevelopment should be contingent upon providing the same number of similarly priced and sized units within the same or adjoining neighborhood, as well as finding replacement units for existing tenants. It should also be pursued with the active involvement of the tenants and local residents, to address their concerns, and to assure that the new developments and replacement housing represent an improvement over current conditions.

2A4. Strive to maintain the total inventory of other publicly assisted affordable housing. The City should identify, assess and seek to forestall the risk that privately owned housing built with public assistance will, as term limits expire, be converted into market-rate units.

2A5. Encourage the rehabilitation and management of small multifamily buildings. One strategy is to enhance the financial viability of these investments in

return for commitments to continue affordable rentals. Possible incentives include tax deferrals, low interest loans for agreed upon improvements, and low interest refinancing of existing mortgages. Another strategy is to purchase these buildings and place them under the management of non-profit entities with good property management capability, perhaps with the same incentives.

2A6. Promote housing redevelopment along the major corridors. Atlantic Street, Pacific Street and Washington Boulevard stand out in the South End. Selleck Street and Southfield Avenue stand out in Waterside. West Broad Street, Stillwater Avenue and West Main Street stand out in the West Side. These corridors are broad enough to accommodate higher density housing. Proximity to transit and services reduces the need to own several cars, and therefore frees up income for housing. It also reduces the amount of parking needed. Scattered along these corridors are a number of vacant and underutilized commercial or industrial parcels, which have little long-term commercial value or are a drag on the quality of life and value of adjoining residences. These corridors and sites should therefore be targeted for infill, multi-family housing redevelopment. Densities will vary – for example: Atlantic Street and Pacific Street are particularly suited for row house development; while Southfield Avenue and Washington Boulevard are particularly suited for high-density apartment buildings overlooking the waterfront.

2A7. Apply inclusionary housing regulations to any large-scale residential subdivisions and development. As a citywide policy, developments of ten or more homes should include a reasonable set aside for affordable housing. Some sites provide highly lucrative opportunities for housing development. Other sites are encumbered by high infrastructure, public amenity and environmental remediation costs. Sites along the waterfront stand out in both regards. Meeting the affordable housing objective may therefore be contingent upon incentives, including possible zoning intensification, use of Housing Trust Fund money, brownfield remediation funds provided by State and Federal grants, and/or involvement of non-profit housing builders.

2A8. Promote artist live/work space in the South End. The conversion of a significant amount of Yale & Towne's industrial space to artist workspace proves that this area appeals to artists. It is convenient to the Transportation Center and Downtown, and therefore to patrons as well as artists. Yale & Towne should be encouraged to retain and upgrade its arts space in connection with any redevelopment scheme for the site. Additional buildings could be targeted, especially to the immediate south of the Urban Transitway corridor, where there are a number of industrial buildings suited to loft conversions, and where artist live/work space can provide a transition between the intense commercial corridor along the Transitway

and the residential district in the main part of the South End. The Stamford Cultural Development Corporation and the Loft Artists Association (a confederation of 50± artists based in the Yale & Towne complex) can help promote this effort, as well as promote linkages to the Downtown arts and culture scene.

2A9. Upgrade the many industrial districts adjoining residential areas.

Some of the ideas to pursue include: (1) financial and technical assistance for improvements, tied to (2) shared parking, access and egress, (3) performance-based zoning and environmentally sensitive physical improvements to make the industry better neighbors with adjoining residential areas, and (4) clarification of the M-G (Manufacturing-General) and M-L (Manufacturing-Light) districts, with heavy industrial uses allowed only by special exception in M-G districts.



Preserving the City's industrial sector is a high priority.

2A10. Specifically: Reorganize the mixed-use and industrial areas between Southfield and Fairfield Avenues. There is the potential here to create new con-

Southfield and Fairfield Avenues. There is the potential here to create new connections in the neighborhood, rationalize land uses, and enhance the appearance and function of the industrial area. The irregular leftover spaces used for parking, loading and storage could be consolidated. Some of the new spaces could be dedicated to shared parking and loading operations. Rationalization of these activities would help manage small truck traffic within the district, and minimize conflicts with nearby residential uses. Other new spaces could become shared plazas with landscaping. (The Urban Design report illustrates one way in which these principles might play out in this area.)

2A11. Retain the current floor area ratio (FAR) caps for office development, and for retail development, outside of Downtown. The 50 percent FAR cap on

and for retail development, outside of Downtown. The 50 percent FAR cap on office uses should continue to be applied in industrial districts. So should the prohibition of most types of retail development, with supermarkets and furniture establishments as the notable exceptions. One purpose of these limits is to channel most types of commercial development to Downtown. A further purpose is to continue to provide ample opportunity for industrial outfits that are typically outbid by higher-value commercial uses or that would suffer from property disinvestments due to anticipated commercial development.

2A12. Protect and promote water-dependent uses, recreation and boating.

Water-dependent uses include ferries, water taxis, boating, marinas, boat repairs, dry dock and other uses dependent on marine access. Yacht Haven—on the HELCO (Northeast Utilities) site—is one of Stamford’s major waterfront assets and the city’s last remaining ship service facility. It should be maintained; and its capacity, capability and integrity should not be compromised in any redevelopment scheme for the property. Additional marine-oriented recreational uses should be

encouraged to develop along the harbor. All City-owned parkland should be periodically evaluated for their water-based recreational potential. Any uses or development that congests, restricts or otherwise limits the use of the harbor by commercial or recreational vessels should not be allowed. Structures and filling on the waterfront must also be designed in a manner that will not conflict with development of water-dependent uses and public safety.

2A13. Make non-water-dependent uses contingent upon providing public access and meeting other public objectives. Non-water dependent uses should be permitted where they are: (1) clearly secondary to water-dependent uses; (2) complement adjacent development; (3) function within the capacity of the infrastructure; (4) achieve a high design quality; (5) provide a revenue stream or capital cross-subsidy for water-dependent uses; and (6) provide meaningful public access to the waterfront.

The South End and Waterside neighborhoods were once cut off from their waterfronts, either by industrial complexes and shipping, or by large estates. Much of this waterfront has now or might yet be redeveloped. This creates significant opportunities to reconnect the neighborhood to its key urban design asset.

Inland, all three neighborhoods present two urban design challenges. The first is that much of the neighborhoods are comprised of traditional residential streets, lined with frame housing, sidewalks and street-trees.

The second challenge is that a dozen roads, mostly radiating from Downtown, shape the design image of the community. Many of these roads are lined with automotive uses, obsolete buildings, and other unattractive uses.

Strategies:

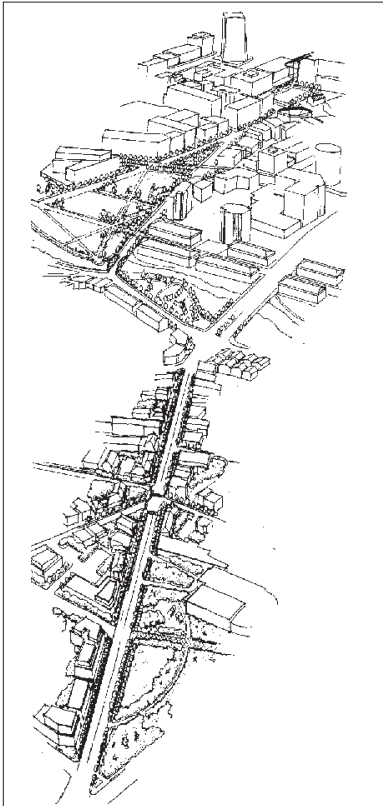
2B1. Promote contextual housing development. Wherever higher density housing is built, it should be designed to be compatible with its environs. The rules for small-scale development should promote: (1) reduced curb cuts, (2) meaningful landscaping without asphalt in front, and (3) setbacks and scale consistent with those of adjoining development. The rules for any large-scale development should promote: (1) alignments of new and existing streets, (2) building designs – especially on the perimeter – that appear to be part of the neighborhood, (3) continuous sidewalks with street trees and pedestrian-scaled lighting, (4) landscaped buffers and parking lots, and (5) greenway connections (if appropriate). The City should also provide adequate parking requirements for multifamily development.

Goal B:

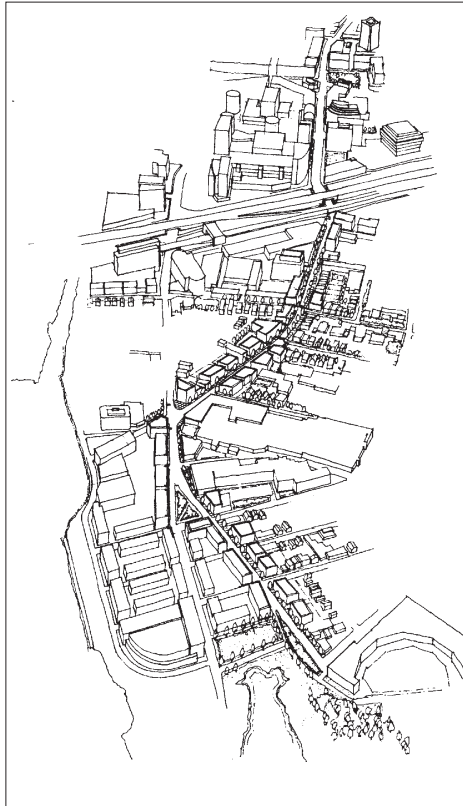
Pursue a new “City Beautiful” movement, celebrating and enhancing the city’s main corridors, greenways, waterfront, hills, historic buildings, gateways, and especially the unique qualities of Stamford’s neighborhoods.



Both sides of the West Branch should feature waterfront promenades, boating, and people destinations.



The plan calls for urban design upgrades – like those illustrated for West Main Street (left) and Atlantic/Dyke Streets (right).



2B2. Aggressively promote waterfront views and access along the West Branch.

The opportunities for waterfront development are significant, if intermittent. Such development should be contingent upon maximization of the public's access to, views of, and enjoyment of the waterfront. The goal should be to create continuous public access all along the water's edge, with frequent connections to upland streets, and views of the water down cross streets. The connections between the Downtown and the West Branch of the Harbor should be considered as well. New development facing the waterfront should contribute to an active presence along the edge. Continuous public access along the waterfront should also take into consideration ways to celebrate and circumnavigate these functions on the working waterfront. A series of public destinations, such as overlooks, get-downs and fishing piers along the waterfront edge will help draw people along the linear path. Large blank walls or extensive parking adjacent to the waterfront should be discouraged. Key

opportunities include the HELCO (Northeast Utilities) site in the South End, and a park at the end of Selleck Street in Waterside. A PDD (Preservation and Design District) should be prepared for the West Branch focusing on potential redevelopment and public amenities, and using the City's *Harbor Plan*, prepared by Sasaki Associates, as the point of departure.

2B3. Employ the proposed Streetscape Manual and, as appropriate, create PDDs (Preservation and Design Districts) for the Stillwater Avenue, West Broad Street and West Main Street corridors.

The PDDs should promote: (1) housing redevelopment of underutilized commercial properties, (2) smooth transitions between residential and commercial uses, (3) reduced number of curb cuts and shared parking, (4) more attractive design standards with regard to signage, landscaping and storefronts, and (5) continuous, tree-lined sidewalks for the length of the street. Within the neighborhood business districts, the PDDs should further promote: (1) pedestrian-scaled lighting and on-street parking along the main street itself, (2) easy pedestrian crossings and similar enhancements, (3) orientation of stores to the front sidewalk, (4) inter-connected and shared parking lots, (5) opportunity for "upstairs living" as well as offices on upper floors, and (6) placement of wires under-

ground. Once the PDD standards are in place, tax incentives can be employed to promote renovations and improvements that bring existing property into greater design compliance.

2B4. Specifically: Use the PDDs (Preservation and Design Districts) for West Broad Street and West Main Street to reinforce the special role of these roads as two of the radial corridors that link these neighborhoods to Downtown. The West Broad Street corridor should be thought of as a comprehensive experience from the Stamford Hospital to the center of Downtown. The West Main corridor should be thought of as a comprehensive experience from Jackie Robinson Park to the center of Downtown. Effort should be made to link the open spaces along the corridor; articulate key intersections and gateways; create visual and physical connections to important buildings; and promote contextual development that is oriented towards the corridor and provide for transition in scale to adjacent neighborhoods. (The Urban Design report illustrates these strategies.)

2B5. Employ the proposed Streetscape Manual and create PDDs (Preservation and Design Districts) for the Atlantic Street, Canal Street, Pacific Street and Washington Boulevard corridors. These PDDs should be sure to highlight an arrival sequence to existing and proposed waterside open space and amenities. They should promote: (1) smooth transitions between uses, (2) attractive building and streetscape designs, (3) continuous tree-lined sidewalks, (4) pedestrian-scaled lighting, and (5) placement of wires underground.

2B6. Specifically: Use the PDD for Atlantic Street to reinforce the special role and identity of Atlantic Street as one of the radial corridors that links the South End to Downtown. This corridor should be thought of as a comprehensive experience from Kosciuszko Park to the center of Downtown. Along the Atlantic Street corridor, effort should be made to (1) link the open spaces along the corridor; (2) articulate key intersections and gateways; (3) create visual and physical connections to important buildings; (4) and promote contextual development that is oriented towards the corridor and provides for transition in scale to adjacent neighborhoods. (The Urban Design report illustrates these strategies.)

2B7. Implement design guidelines for roads that create the edges of industrial districts. Interventions include rationalization of curb cuts and parking areas, aggressive landscaping to screen parking and loading areas, incentives for façade improvements, consolidation of exposed utilities, sidewalk and pedestrian improvements, and attractive gateways to industrial areas. The industrial edge corridors include Amelia Place, Betts Avenue, Fairfield Avenue, Greenwich Avenue near Waterside Place, Harvard Avenue, Selleck Street, and West

Avenue. (The Urban Design report illustrates these strategies.)

Goal C:

Protect and enhance the quality of life of Stamford's neighborhoods, addressing land use transitions, community resources, traffic, and environmental conditions.

The checkerboard pattern of industry, housing and other uses in the South End, Waterside and West Side create juxtapositions that promote disinvestment. Urban design, park, open space and targeted enhancements can help mitigate these impacts.

Strategies:

2C1. Target blighting influences for redevelopment, especially of new and affordable housing. Sites to be targeted include (1) small industrial sites that are incompatible with surrounding uses, (2) substandard residential or mixed-use buildings, (3) vacant parcels, (4) obsolete commercial or industrial buildings suitable for residential reuse, and (5) brownfields. In the South End, the B&S Carting and HELCO (Northeast Utilities) sites stand out. In Waterside, sites along the West Channel stand out. In the West Side, small industrial and commercial sites surrounded by residences stand out.

2C2. So as to create more meaningful parks and community facilities, enlarge and redesign City parks adjoining community centers. The targeted community centers are: (1) the Lathon Wider Community Center in the South End – involving enlargement of the existing playground and a shared parking lot to eventually take in the entire surrounding block; (2) the Chester Addison Community Center in Waterside – integrating a playground, parking, unused vacant space and acquisition of a commercial property to the west; (3) the Yerwood Center in the West Side – involving expansion of the adjoining park by closing one block of Fairfield Avenue between West Main Street and Richmond Hill Avenue; and (4) the Boys and

Parks joined to community centers can create “village greens” for these high-density neighborhoods (Courtesy of Hutton Associates and RG Roesch Landscape Architects).



Girls Club also in the West Side – involving an expansion of Lione Park. These community centers help to provide anchors and monitors for these public parks; the public parks help to create an outdoor component to these important neighborhood institutions. Together, they help to create “green hearts” for these high-density districts.

2C3. Upgrade Kosciuszko Park to make it more of a neighborhood and citywide asset. Night lighting should be considered, to allow Little League and other nighttime baseball games. Kosciuszko Park should also be linked to waterfront amenities and promenade retail uses proposed for the HELCO (Northeast Utilities) site.

2C4. Explore ways to extend the Central Park/Mill River greenway south to the West Branch. This could involve a similar combination of (1) park improvements, enabled by (2) intensification of development linked to incentive zoning as well as (3) public acquisition. It should be noted that any redevelopment involving the Public Housing project where the Mill River meets the West Branch is contingent on a one-to-one replacement in the number of units in that project, and relocation of its present tenants to the redeveloped housing or comparably priced and quality housing in the same neighborhood.

2C5. Explore sites for public schools in the South End and Waterside neighborhoods. Neighborhood residents complain that their kids are bused out of the neighborhood, often to far distances, where there is no school or public transit to ease after-school use of school facilities, including extra-curricular sports. The Board of Education is seeking to expand its pre-kindergarten slots, for which busing distances will be even less popular. Large-scale redevelopment proposed for the South End and Waterside may provide the opportunity to set aside land for future school construction, including possible pre-K through second grade school facilities.

2C6. Promote neighborhood shopping fronting the Stamford Urban Transitway (Dock Street Connector). This corridor is earmarked for significant commercial development. Ground floor retail should be promoted to (1) create a pedestrian-friendly environment for commuters walking to and from the Transportation Center; and (2) provide neighborhood stores and services that tap several market populations. High quality retail in the South End is, given the neighborhood’s low population counts and income levels, contingent on augmenting local shopping by workers, passersby and commuters.

2C7. Promote “Main Street” and transit-friendly development along the Selleck Street (in Waterside) and Stillwater Avenue (in the West Side) neigh-



“Main Street” style upgrades are targeted to Stillwater Avenue and a few other nodes.

hood business districts. This would involve employment of the PDD (Preservation and Design District) zoning tool. The plans should feature: (1) continuous sidewalks, street trees, pedestrian-scaled lighting and on-street parking along Selleck Street and Stillwater Avenue, (2) orientation of stores to the front sidewalk, (3) opportunity for “upstairs living” as well as offices on upper floors, (4) façade, storefront and signage guidelines and incentives, (5) attractive and strategically sited bus shelters, and (6) buried wires. Not all of the Stillwater Avenue corridor should be earmarked for “Main Street” style development, however. There is insufficient market support, and the winding and hilly roadway discourages pedestrians as well as impulse shopping by passersby. In this area, housing redevelopment and home businesses should be promoted.

2C8. Promote the upgrade of retailing and other uses along the West Main Street corridor. Vehicular-oriented retail should be enhanced, involving reduced curb cuts, signage controls, and landscaping. In still other areas, especially surrounding an enhanced Jackie Robinson Park, housing redevelopment should be promoted. These improvements could be coordinated through a PDD (Preservation and Design District) plan. Once the new standards are in place, tax incentives can be employed to promote renovations and improvements that bring existing property into greater design compliance; this is an especially useful tool in commercial districts, where there is a turnover of stores and businesses.

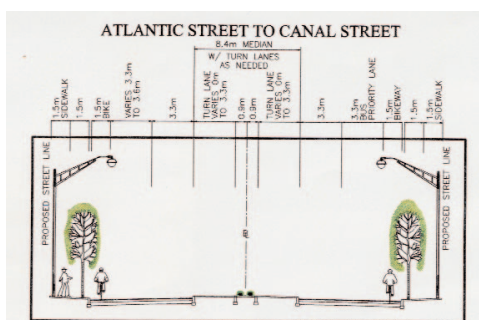
2C9. Promote the upgrade of local supermarket shopping. Incentives should be employed to promote attractive and high-quality supermarket serving the South End, Waterside and West Side neighborhoods. Such development should include attractive designs and safe access and egress for both pedestrians and vehicles.

2C10. Complete and rationalize the roadway grid in the South End. The South End is especially aggrieved by truck traffic on its narrow residential streets. The Urban Transitway will do a lot to improve traffic conditions. As possible further solutions to be studied in more detail: (1) designate Washington Boulevard and Canal Street as truck routes; (2) realign Washington Boulevard with Dyke Lane; (3) upgrade Washington Boulevard/Dyke Lane as a true boulevard providing access to the Pitney Bowes corporate headquarters at its terminus; (4) create a spur of Washington Boulevard, providing enhanced access to the HELCO (Northeast Utilities) site as well as Kosciuszko Park; (5) widen Canal Street; (6) widen and extend Market Street to Atlantic Street; (7) redesign Atlantic and Pacific Streets as tree-lined residential roads with two-way (thus slowed) traffic patterns; (8) extend Henry Street west to the Pulaski Street Bridge, or (9) relocate the bridge to the north and extend the Stamford Urban Transitway westward through the Manger site. Such

Before



The Urban Transitway will promote redevelopment of a blighted area, as well as better vehicular access to the Transportation Center.



After

traffic improvements would provide better access to employment centers, direct truck traffic away from residential streets, and both enhance access and reduce congestion in the South End.

2C11. Complete and rationalize the roadway grid in Waterside. Waterside is rife with vehicular and truck congestion and traffic conflicts along Selleck Street and Greenwich Avenue/Pulaski Street—the one major but circuitous east/west route, and Southfield Avenue and Fairfield Avenue/Cummings Point Road – the two major but also circuitous north/south routes. Once the Urban Transitway is complete, consideration should be given to extending West Avenue to a widened Barry Place (which connects to Cummings Point Road). This would enhance access to presently underutilized industrial property, as well as to the Soundview Farms employment center at the south end of Cummings Point Road. It would also allow Selleck Street to be traffic-calmed. Further consideration should be given to straightening Greenwich Avenue by taking advantage of potential redevelopment in this vicinity also encompassing Davenport Street. As with the Urban Transitway project, roadway improvements and redevelopment should go hand in hand.

2C12. Incrementally use traffic calming and streamlining to reduce traffic impacts on West Side roads. Residents participating in the West Side plan's workshops highlighted problems on the West Side's side streets. The West Side's problem has largely to do with use of its roads as a bypass when the Turnpike backs up during rush hours. The main strategy should be to target the residential side streets between West Main Street and the Turnpike for traffic calming. To expand the capacity of West Main Street, on-street parking should be removed where opportunities are created for off-street parking. Eventually, West Main Street should provide four lanes of traffic from the border of Greenwich to Downtown. However, this improvement should be coupled with safer crossings, street trees and other design elements that reflect an equal priority on pedestrians.

2C13. Promote employer-initiated programs to reduce single-occupancy driving in peak periods. These programs include: flex time work schedules, staggered work hours, fewer but longer work days, telecommuting, guaranteed ride home, transit fare discounts, carpool incentives, and vanpools. The South End and Waterside have major employers who should be encouraged to institute common and shared policies.

2C14. Manage and enhance the natural environment along the South End and Waterside shorelines. This encompasses multiple actions. It involves: (1) stabilizing the beach system, including a comprehensive beach management program; (2) preserving and restoring the major intertidal habitats in the East and West

Branches for both their biological and aesthetic values; (3) maintaining tidal wetlands in their natural state, and emphasizing the value of State-mapped wetlands; (4) protecting and minimizing danger to life and property from coastal flooding; (5) restoring shellfish concentrations; and (6) maintaining and improving coastal and embayment water quality.

Goal D:

Create a vibrant, seven-days-a-week, pedestrian-friendly Downtown focused both on the Transportation Center and the historic core area to its immediate north.



Downtown development should be promoted opposite the Transportation Center and along the Urban Transitway.

The West Side, Waterside and especially the South End adjoin Downtown, and are viable places for housing, commercial and other types of development otherwise destined for Downtown. Such development should be carefully controlled if not curtailed, until such time as the infill and other development objectives for Downtown are achieved.

Yet this policy should not be at the expense of these three neighborhoods. While they have lucrative real estate potential, they also have significant amounts of blight, underutilized property, and a need for the amenities that only development can promote. These amenities include mixed-income and affordable housing, waterfront promenades, pedestrian connections to Downtown and the Transportation Center, and additional parks and community facilities.

The controls put on major development in the South End, Waterside and West Side should therefore be careful to (1) limit development to types and scale that do not rob from Downtown, and (2) unleash development that will lead to neighborhood improvements. Proactive, community based planning, with the involvement of Downtown and citywide interest groups, is the key to making this seeming paradox a reality.

Strategies:

2D1. Include the northern edge of the South End in the “Collar” area for Downtown. Downtown has been divided into (1) a pedestrian-oriented “Core” area centered on the intersections of Atlantic Street with Broad and Main Streets, (2) a “Corridor” area along Tresser Boulevard, and (3) a “Collar” area to the north, west and south. The Collar area to the south should include the properties adjoining the Transportation Center and the Stamford Urban Transitway (Dock Street Connector). To go further south would likely destabilize the neighborhood by promoting signifi-

cant land speculation and displacement. The Transportation Center and Transitway, however, confer tremendous visibility and accessibility on its frontage.

2D2. Promote high-density development at the Transportation Center. A PDD (Preservation & Design District) should be employed to promote (1) a pedestrian-friendly environment, (2) pedestrian linkages to the South End and Downtown Corridor, (3) an extension of the Mill River greenbelt south, (4) waterfront public access, (5) retail services, and (6) shared public parking. When such conditions are met, density can exceed the norm for the Collar area.

2D3. Condition the expansion of Downtown to the south on a MOD (Mixed-Use Overlay District) plan concurrent or prior to completion of the Stamford Urban Transitway (Dock Street Connector). The MOD should strive to ensure that development would be orderly, maximize the area's overall value, not spur speculation and inappropriate development in the South End, and achieve specific public purposes. Specifically, the MOD should include: (1) an integrated, pedestrian-friendly plan and implementation strategy for the entire area, including the Transportation Center, with (2) ground level shopping as part of that strategy, (3) agreements to concur with any expansion of the Downtown Special Services District, so as to fully integrate this area with the rest of Downtown, (4) compatible transitions to the adjoining residential neighborhood, (5) attractive building design and landscaping along this gateway road, and (6) densities pegged at a lower scale than in the Core and Corridor areas of Downtown (e.g., at half their floor area ratio—FAR). Whether through the MOD or through a PDD (Preservation and Design District), the portion of the South End encompassed in the Downtown Collar should promote transit-friendly development and coordinated parking. In addition to the pedestrian elements noted above, these include: (1) zoning incentives for shared and public parking after office hours, (2) reduced parking ratios due to proximity to the Transportation Center, and (3) provision for parking in excess of these ratios conditioned on such parking being open to the general public, albeit on a fee basis.

2D4. Prepare a MOD (Mixed-Use Overlay District) plan for the Yale & Towne site. The Yale & Towne site is one of two very large assemblages to the immediate south of the proposed Downtown Collar area along the Transitway. A number of proposals have, over the years, been put forward for this site, most involving massive amounts of commercial and residential development. Although antique dealers and refinishers, artists and industrial businesses have been attracted to this historic industrial complex, the buildings have been allowed to deteriorate. Massive office and retail development would compete with Downtown. Supermarket development and/or housing would not, and would furthermore be consistent with recent neighborhood improvement plans. Mixed-use development is possible given: (1) the site's

proximity to Downtown, the Transportation Center, and Turnpike exits, (2) its large size, and (3) the potential to augment it with other parcels. Mixed-use development would also be desirable if it would: (1) augment neighborhood efforts to promote clean industry and affordable housing; and (2) complement not compete with Downtown, with limited (if any) office and retail development, other than perhaps a supermarket. MOD overlay atop M-G (Manufacturing-General) designation provides the right incentives and approach with which to draft such a plan with significant involvement of both neighborhood residents and Downtown interest groups, in addition to the Yale & Towne and adjoining property owners.

2D5. Prepare a mixed-use plan for the HELCO (Northeast Utilities) site.

This site is the second of two large assemblages to the immediate south of Downtown. Likewise, a number of proposals have been put forward for this site, most involving massive amounts of residential development that would not detract from Downtown, though some have also involved significant retail, office and hotel development. Such retail development should be limited to what is necessary to energize the waterfront—much has been done on the opposite side of the West Branch. Office development should be limited as well, and built only within walking distance of the Transportation Center. Hotel development should be limited to a conference center or other format that might not otherwise locate in Downtown, proper. Development should be tied to significant public improvements to the public's access to, views of and enjoyment of the waterfront; as well as to preservation of water-dependent uses such as marinas and dry docks. Shorefront-Mixed Use or MOD (Mixed-Use Overlay) designation provides the tool by which these and other public amenities and objectives might be achieved, with full neighborhood participation in the planning and design of the site. They also provide the opportunity to consider adjoining waterfront parcels to the north, as part of a larger effort to implement other neighborhood plans.

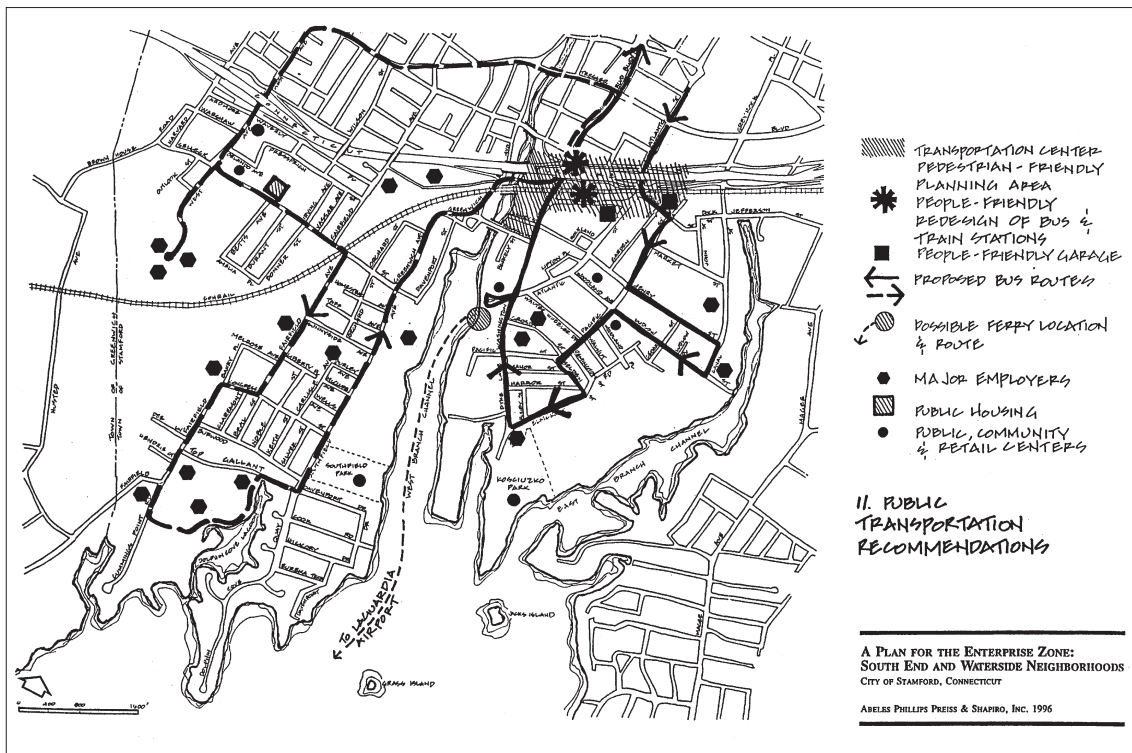
2D6. Consider additional MODs (Mixed-Use Overlay District) plans for key sites and areas.

The western boundary of Downtown is quite clearly the Mill River and the proposed Central Park. Development pressure on the area further to the west can be expected, however, once the Mill River Plan is complete. The Cytec site may at some time become available for development. Neighborhood plans call for creating both park and affordable housing on the site, as well as roadway connections that would unite the neighborhood. A Cytec MOD should encompass adjoining industrial and vacant land. Several large parcels at the upper reaches of the West Channel as well as abutting the railroad tracks in Waterside also may become available for development. In all of these instances, the MOD overlay and planning process provides the needed flexibility and community involvement to assure that intensification of development will be tied to public improvements. (The Urban Design report illustrates one way

in which an MOD redevelopment plan might play out at the Cytec site.)

2D7. Locate any possible ferry as close as possible to Downtown. The South End has been discussed as the possible location for a ferry to, varying by proposal, LaGuardia Airport, Long Island and Manhattan. Such a ferry requires a feasibility study before significant capital investments are made. Should it go forward, the ferry would be ideally located within walking distance of the Transportation Center and Downtown. To do otherwise would eat up land with parking and promote additional traffic conflicts. One logical location is the foot of Atlantic Street. Also should it go forward, the City should consider allowing complementary development to enliven the pedestrian quality of the ferry landing. This could include small-scale retail development oriented to the waterfront as well as ferry users, limited office development, and a conference center, in addition, of course, to high-density housing.

2D8. Promote a shuttle bus network. Waterside's and the South End's major employment centers achieve a critical mass where it may make sense to provide shared, shuttle bus or van service to Downtown's Transportation Center. Obviously, such service should be timed to meet trains; and should, after regular office hours, be supplemented by a guaranteed-ride-home service.



The Enterprise Zone Plan illustrated a possible shuttle bus route connecting major neighborhood employers to Downtown and the Transportation Center (Courtesy of the Enterprise Zone).